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ABSTRACT

The document describes Chicago's service contract system by which the public schools contract out to non-public facilities for services to meet the needs of the most severe, profound, and multiply handicapped children. Sections address the following project components: geographic area covered, size, and administration; financial accountability; facility characteristics and philosophies; and needs assessment to determine unmet problems of the students. Appended are materials which include a map of the educational service region of Cook County (Illinois), a chart of line and staff organization, sample needs assessment form, sample needs assessment graph, chart showing the program breakdown (including name of school, educational services provided, and type of service provided), and a sample Chicago regional program checklist. (SBH)

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Council for Exceptional Children

Session T3

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Service Contract System
"Administrative Management Tool for Optimum Service Delivery"

FISCAL AND POLICY MANAGEMENT

by

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Educational Service Region
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ESEA Title I 89-313
William R. Zbinden
Executive Director

FISCAL AND POLICY MANAGEMENT

BY

SERVICE CONTRACT SYSTEM

HISTORICAL BACKGROUND

Private elementary and secondary education have traditionally been strong in the City of Chicago. The catholic system under the Archdiocese of Chicago (although including the suburbs) enrolls over 200,000 students. It boasts the largest parochial system in the United States. Individual schools such as the Latin School of Chicago and Frances Parker School have reputations for high standards of excellence. Other religious denominations and special interest groups have also developed educational programs with high expectations of achievement. So there is pride and status attached to saying or being able to say that, "My child attends a private school in Chicago."

A somewhat similar situation exists in the case of the education of the handicapped. Long before Illinois passed its mandatory special education legislation in 1965, effective in 1969, parents of the handicapped had joined together to establish private schools. They ran fund raisers, volunteered service and economized in every way possible to provide an educational program for their handicapped children, denied by the public and parochial schools. Their pride is part of a long tradition with deeply established roots.

In those early days, parent groups signed notes to assure teachers of their salaries in the private schools for the handicapped. Parents formed governing boards and assessed themselves

tuition in order to hire teachers and keep their school functioning.

As the State Special Education mandate went into effect, the public schools began to recognize the enormity of their responsibility. They also realized that they could not initiate appropriate services for the most severe, profound and multiply handicapped children. So legislation was introduced and passed to permit public schools to contract for services for these complex cases through the non-public facilities. Now the parents could enroll their children in the public schools to get their tuition provided at state expense while still having their educational program delivered through the private facilities. The passage of P.L. 94-142 reinforces the State legislation. The federal law and resultant rules and regulations helped to assure that every handicapped child receive a free and appropriate public or private education.

Additional sources of funding became available through the Department of Mental Health and Developmental Disabilities, the Department of Children and Family Services and the Federal Elementary and Secondary Education Act, (E.S.E.A.). Non-public education became a major enterprise and significantly more complex. The schools moved from private facilities to State supported non-public facilities. Parents became much more sophisticated and assertive through this growth process.

During this time the parents and State supported non-public school directors learned that their children were eligible for supplemental funding under the 313 Amendment of the ESEA Title I program. So the schools joined together through consortia groups representing similar speciality areas and interests. The Illinois Office of Education recognized these State supported non-public consortia groups through 1973-75. Member facility directors formed the consortia governing boards with one member agency acting as legal and fiscal agent. The consortia Governing Board members had vested interests in their own facilities which interferred with objective programmatic and fiscal decision making. A similar conflict of interest existed with respect to the designated administrative agent. Their dual responsibility as a member of a colleague group and authority figure created alliance conflicts. Consequently they were not able to exercise adequate administrative controls. These consortia experienced internal strife, competition for the funds, grant-writing difficulties and covert secrecy in sharing funds with other eligible non-public facilities asking financial assistance and participation.

A State audit of these consortia projects revealed inadequate record-keeping, lack of established administrative agent stability and numerous other documentated accountability problems. At one time only 29 of 90 eligible facilities were receiving "313" supplementary benefits to which they were entitled. This was partially the result of inadequate State and Federal guidelines making it impossible for the consortia to establish consistent procedure and uniform policies. Decisions were being made on the basis of

political expediency rather than educational judgment and acceptable accounting practices. Under these conditions the Illinois Office of Education personnel were not able to provide adequate technical assistance. Their only recourse was to recommend consolidation of the consortia under a non-biased public administrative agent. This move was supported somewhat later by"Proposed Rules" for part 116b published in the Federal Register in April 1976.

Both the Chicago Board of Education and the Educational Service Region of Cook County were approached by the Illinois Office of Education to act as the administrative agent. Since the program was laden with so many inherent problems, the Chicago Board of Education opted not to administer the funds based on advice from their legal department. Therefore, County Superintendent Richard Martwick and his staff developed a proposal and submitted a grant application which was accepted for the 1975-76 school year. Since that time the project has stabilized and progressively refined its delivery system through his office.

GEOGRAPHY, SIZE AND ADMINISTRATION

The project operates within the geographic boundary lines of the City of Chicago.

(INSERT MAP HERE)

Within the city limits there are 104 State-supported non-public special educational facilities registered approved to receive students under the provision of the "313" Amendment of Title I (ESEA).

The city has been arbitrarily divided into (3) divisions, each

with its own Division Director, Coordinator and cadre of 20 - 25 Educational Facilitators. There are approximately 30 - 35 State-supported facilities in each division enrolling approximately one thousand (1000) students per division. The actual October 1st Annual Survey for FY 79 was 2958 students which represents .57% of the City of Chicago's 516,000 public school enrollment. Thus, it can be seen that just slightly over ½ of 1% of the handicapped population is being served through eighty-seven (87) of these State-supported facilities. (Some registered and eligible facilities have no qualifying students. Three other facilities have opted not to receive Title I supplemental services).

The project office houses the Executive Director, three (3) Division Directors, Executive Assistant, Fiscal Manager, three (3) Division Coordinators, a Material and Equipment Library, a Library and Equipment Controller, five (5) Secretaries and a Receptionist. Two (2) facility members are also employed part-time through their rehabilitation programs.

(INSERT LINE AND STAFF CHART HERE)

The sixty-seven (67) budgeted Educational Facilitators work in the State-supported facilities traveling directly from their residences. All Educational Facilitators are State Certified personnel. Their expertise includes adaptive physical education, art education and/or art therapy; behavioral management; curriculum development; total communication for hearing impaired; early childhood education; assessment and remediation; mental retardation; multi-handicapped; secondary education; speech therapy; social work; music education and/or therapy; vocational/career

education; and water therapy.

In addition, five (5) occupational therapists are budgeted by the project and four (4) physical therapists are contracted through physical therapy organizations or independent entrepreneurs.

The materials and equipment library makes available for free loan to the project staff and facility staff, audio-visual equipment, video-taping equipment and monitors, limited film resources, duplicating services, laminating services, textbooks, instructional games, devices and manipulatives and over 150 modified and task analyzed curricula.

A Facility Director's Council meets quarterly to share information, and provide suggestions, recommendations, comments, advice and counsel to the project administrators and legal agent. A Parent Advisory Committee also meets quarterly to give parents of these handicapped children an opportunity to participate in the project's direction and service priorities. Parental assistance and training is also provided at the facility level so that parental knowledge of the services being-provided to their children can contribute to the effectiveness of the supplemental intervention and our project's success.

FINANCIAL ACCOUNTABILITY

The Chicago Regional Project is totally and singularly funded through Title I ESEA 89-313. Therefore, there is no possibility of the mingling of funding sources. State and Federal expenditure account classifications and definitions are followed by the fiscal manager and project director. All employ-

ees are employed through contractual arrangements. The budget submitted with the grant application provides the financial guide. Yearly independent audits since FY 76, the first year under the administration of the Educational Service Region of Cook County, have resulted in positive opinions from the Certified Public Account firm employed. Continuous accountability is assured through appraisal on a monthly basis. Reports on all line items and any proposed amendments are submitted to the Illinois Office of Education on a quarterly basis for approval. In terms of a program audit, there is a clear audit trail to each Facility served and potentially each individual eligible child if necessary.

FACILITY CHARACTERISTICS AND PHILOSOPHIES

The State-supported facilities supplemented by the Chicago Regional Project vary significantly and each are as unique and individualistic as the handicapped students served. Some are day programs and some are residential facilities. Some are both residential and day school combinations. Some are located in hospitals with immaculate facilities maintained in accordance with hospital standards. Others operate in vacated storefronts not originally constructed for educational, therapeutic or clinical purposes. Still others are located in older mansions on large wooded lots which have been vacated by affluent families migrating to the suburbs. Some are remodeled factories. Some are converted convents or parochial schools which have had to close due to declining enrollments. Others are attached to university clinics and personnel training programs.

The range of physical facilities varies from minimal compliance with the State Fire Marshall inspection criteria to exemplary conditions and care equivalent to general hospitals expectations.

Philosophically, the intervention approaches are just as divergent. Those serving the severely emotionally disturbed range from a Freudian psychoanalytic therapy approach to a strictly Skinnerian approach of contingency management. Others are based upon Rudolph Steiner's theories some on Glassers reality therapy; one on the Doman Delacato approach. Some are highly structured and organized. A few are almost totally spontaneous with little semblance of order, direction or a philosophic frame of reference. Some are psychoeducationally oriented with prescriptive approaches based upon task analysis techniques. Some are academically oriented. Others are more motoric and perceptually oriented. Some are sheltered workshops with basic emphasis on rhythemics, dance and drama. Others emphasize music and/or art as therapy in an effort to establish an effective therapeutic intervention. The list could conceivably go on adfinitum. The point being emphasized is that the individual schools vary significantly in their philosophical approach to establishing rapport and individualizing instruction for their student recipients.

From a management point of view, the question becomes, how does one enter all these various State supported facilities to render supplemental assistance with some management consistency while at the same time maintaining credibility and accountability?

To further complicate this situation, Illinois Rules and Regulations Governing the State-supported facilities only require twenty-five (25%) percent of their staffs to be certified. Thus, nearly three-fourths (3/4) of the facility staffs lack completed college training and specific expertise in the areas of responsibility assigned. This is not to overlook the fact that many of the parents and teachers working in the facilities have long, hard years of experience pre-dating certification standards and university training programs. So, a young, fresh graduate of one of Illinois' prestigious institutions may not be welcomed with open arms as the summum bonum of education, i.e., the living end of all their problems or greatest thing ever to happen to them. This is no small problem when a facility's priority need is for staff development and inservice. What becomes the entre into their systems in order to work together constructively for the improvement of service delivery?

NEEDS ASSESSMENT

Planning begins with the analysis of services provided through the needs assessment process in order to identify primary and secondary services. Each spring, all facilities complete a needs assessment on each student.

(INSERT NEEDS ASSESSMENT)

It reflects unmet problems of the students in the areas of: self-help skills, motor development, communication skills, academic areas, community life experiences, enrichment areas, guidance-management and other (miscellaneous) areas. As

perceived by the facility staff the needs assessment identifies:

1. Primary handicapping condition
2. School district or joint agreement
3. and five areas of prioritized needs

The data from each school is weighted and prioritized to determine supplementary services.

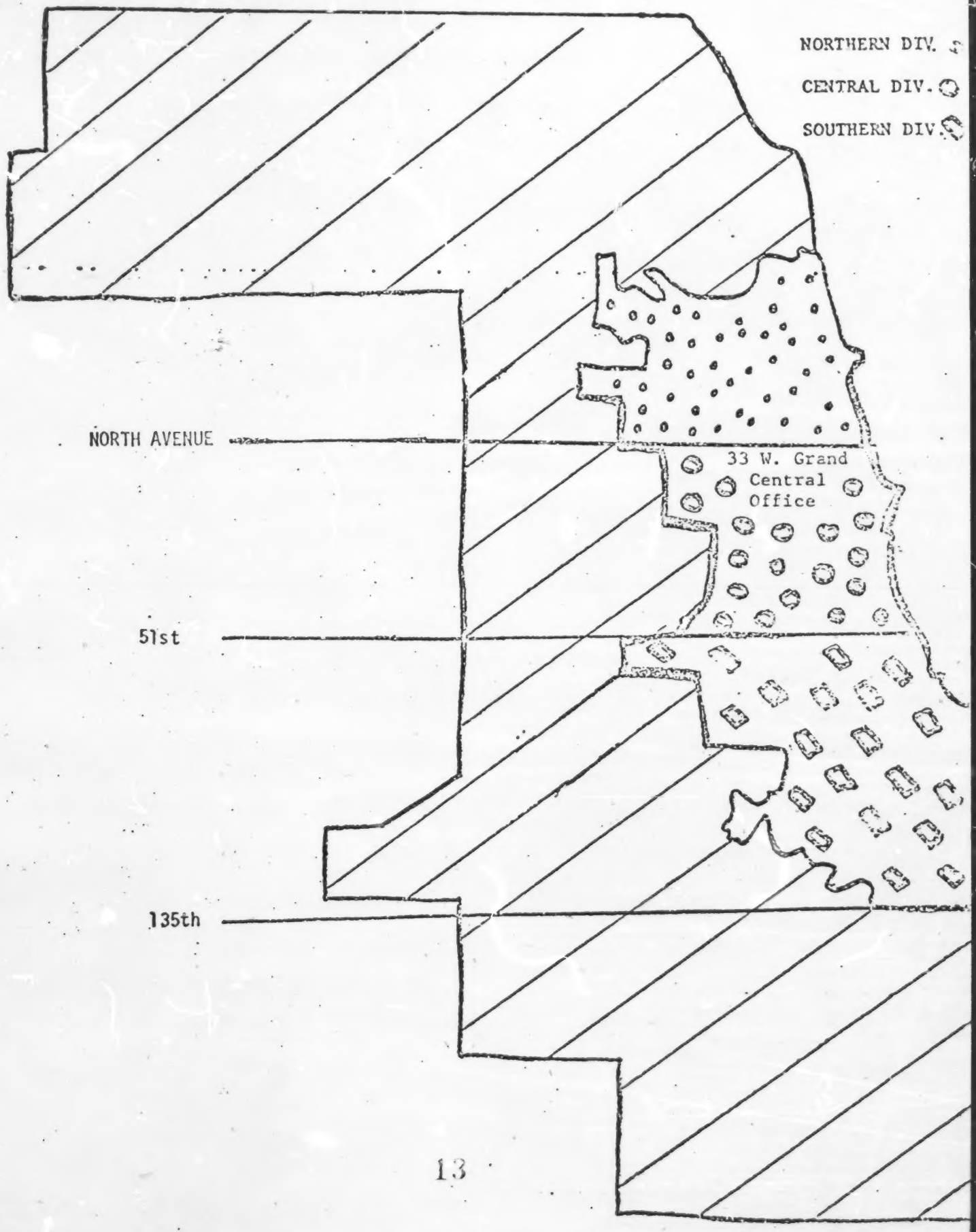
At this time you're probably asking: "What does this number mean for me? I'm part of a unified school district with 75 classes in 33 different schools."

The same, modified or informal needs assessment can be done in each classroom. These needs can be weighted to help each teacher determine her priorities based on supporting data. Then a service contract which will be discussed later could be written which will afford an administrator a management accountability system.

(INSERT FACILITY CHECKLIST)

Another tool that is used by the Title I Chicago Regional Program is the facility service checklist. This survey is completed by all facilities and determines present program policy and supplementary service needs. The information indicates basic vs. supplementary program components.

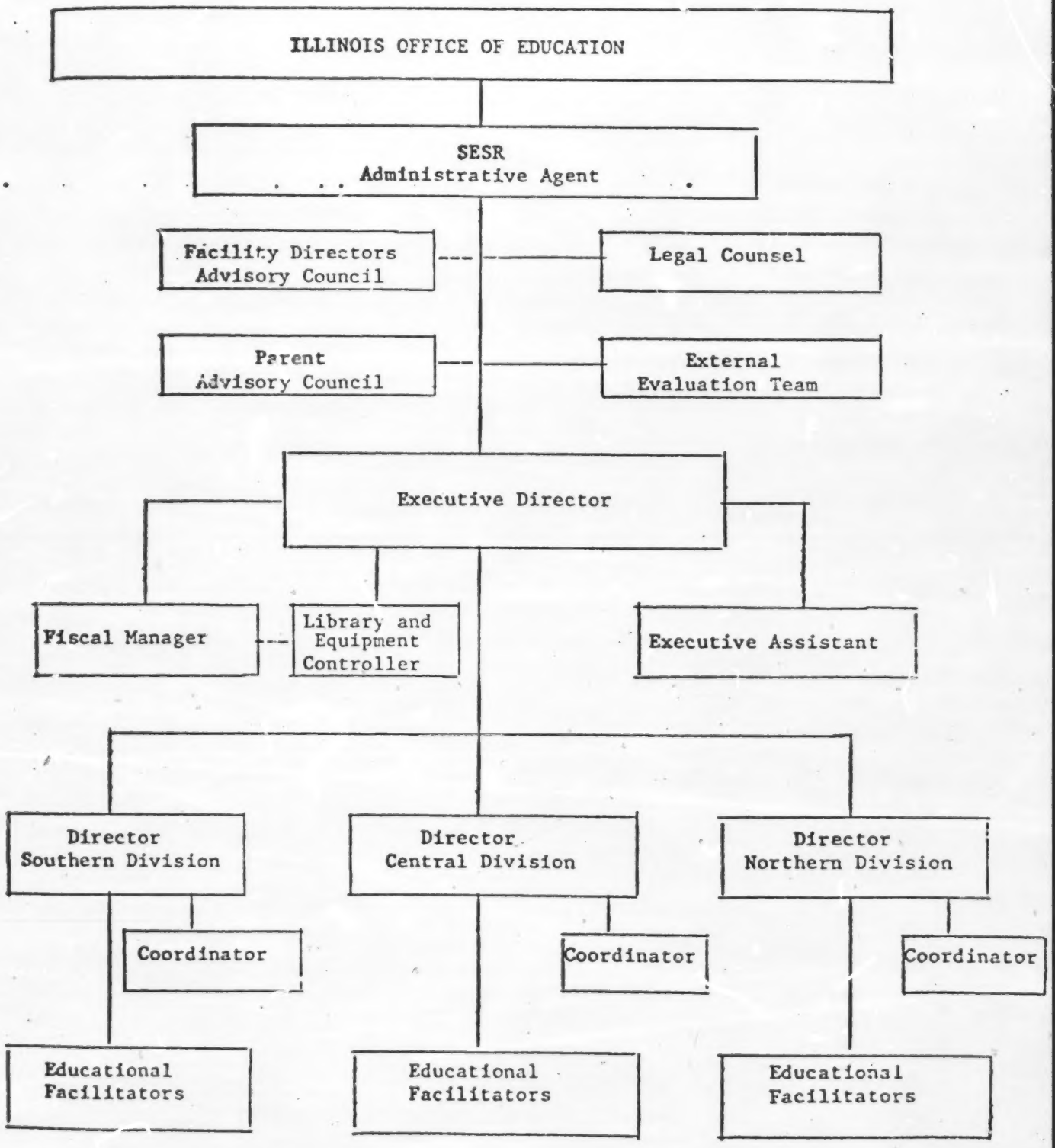
EDUCATIONAL SERVICE REGION OF COOK COUNTY



CHICAGO REGIONAL PROJECT

ESEA TITLE I (89-313)
1978-79

LINE AND STAFF ORGANIZATION



ESEA TITLE I (89-313) CHICAGO REGIONAL PROJECT
An Equal Opportunity Employer

NEEDS ASSESSMENT
1978-79 Project Year

ELIGIBLE STUDENT (14-7.02 School Code/III.)

Name: Chronological Age:

Parent/Name Guardian

Is the Child a Ward of the State? ☐ Yes ☐ No

☐ White ☐ Asian ☐ American Indian
☐ Black ☐ Hispanic ☐ Other_____

Language Spoken: ☐ English ☐ Spanish ☐ other

NON PUBLIC FACILITY AND SCHOOL DISTRICT SERVING STUDENT

Facility Name:

Address:

School District (check one):

☐ Chicago Board of Education Dist.299 or
☐ District Name_____
County _____ Dist. #____

HANDICAPPING CONDITION: (Note: Please check the one (1) category that most accurately describes the student's major handicapping condition.)

☐ Deaf
☐ Deaf/Blind
☐ Hard of Hearing
☐ Mental Retardation: ☐ EMH ☐ TMH ☐ SEVERE ☐ PROFOUND
☐ Multihandicapped:
_____
_____
List Conditions

☐ Orthopedically Impaired
☐ Other Health Impairments
☐ Seriously Emotionally Disturbed
☐ Specific Learning Disabilities
☐ Speech Impaired
☐ Visually Handicapped
☐ Blind ☐ Partially Seeing

SUPPLEMENTARY NEEDS OF THE STUDENT FOR ASSISTANCE BY TITLE I:
What does the student need from Title I

From the complete list below, choose no more than 5 areas (boxes) for supplementary services. Number the highest need #1. You may number 1, 2, 3, 4, or 5 needs but no more than 5.

SELF-HELP SKILLS
☐ Toilet Training
☐ Feeding
☐ Dressing
☐ Personal Hygiene

MOTOR DEVELOPMENT
☐ Sensory Motor Stimulation
☐ Physical Therapy
☐ Occupational Therapy
☐ Perceptual Motor Training
☐ Fine Motor Skills
☐ Gross Motor Skills
☐ Adaptive Physical Education

COMMUNICATION SKILLS
☐ Receptive Language
☐ Expressive Language
☐ Total Communication
☐ Speech Development
☐ Bi-Lingual

ACADEMIC AREAS
☐ Educational Diagnostics
☐ Math Skills
☐ Writing Skills
☐ Reading

COMMUNITY LIFE EXPERIENCES
☐ Career Education
☐ Consumer Education
☐ Pre-Vocational/Functional Skills
☐ Vocational Training & Counseling
☐ Sex Education

ENRICHMENT AREAS
☐ Arts ☐ Crafts
☐ Music ☐ Dance
☐ Drama
☐ Leisure/Recreation Education

GUIDANCE-MANAGEMENT
☐ Psychological Services
☐ Social Work Services
☐ Psycho-Educational Therapy
☐ Behavioral Guidance
☐ Student Counseling Services
☐ Parent Counseling
☐ School Health Services

OTHER
☐ _____
☐ _____

DATE

DIRECTOR'S SIGNATURE

ESEA TITLE I (89-313) CHICAGO REGIONAL PROJECT
An Equal Opportunity Employer

NEEDS ASSESSMENT
1978-79 Project Year

ELIGIBLE STUDENT (14-7.02 School Code/Ill.)

Name: Thomas, Alan — Chronological Age: 8

Parent/Name Guardian: Thomas, S.

Is the Child a Ward of the State: [ ] Yes [X] No

[ ] White [ ] Asian [ ] American Indian
[X] Black [ ] Hispanic [ ] Other

Language Spoken: [X] English [ ] Spanish [ ] other

NON PUBLIC FACILITY AND SCHOOL DISTRICT SERVING STUDENT

Facility Name: Sunrise School

Address: 27 Hillcrest Street

School District (check one):

[X] Chicago Board of Education Dist.299 or
[ ] District Name _____
County _____ Dist. # _____

HANDICAPPING CONDITION: (Note: Please check the one (1) category that most accurately describes the student's major handicapping condition.)

[ ] Deaf
[ ] Deaf/Blind
[ ] Hard of Hearing
[X] Mental Retardation: [ ] EMH [X] TMH [ ] SEVERE [ ] PROFOUND
[ ] Multihandicapped: _____ List Conditions
[ ] Orthopedically Impaired
[ ] Other Health Impairments
[ ] Seriously Emotionally Disturbed
[ ] Specific Learning Disabilities
[ ] Speech Impaired
[ ] Visually Handicapped [ ] Blind [ ] Partially Seeing

SUPPLEMENTARY NEEDS OF THE STUDENT FOR ASSISTANCE BY TITLE I:
What does the student need from Title I

From the complete list below, choose no more than 5 areas (boxes) for supplementary services. Number the highest need #1. You may number 1, 2, 3, 4, or 5 needs but no more than 5.

SELF-HELP SKILLS
[ ] Toilet Training
[ ] Feeding
[ ] Dressing
[1] Personal Hygiene

MOTOR DEVELOPMENT
[ ] Sensory Motor Stimulation
[ ] Physical Therapy
[ ] Occupational Therapy
[ ] Perceptual Motor Training
[3] Fine Motor Skills
[ ] Gross Motor Skills
[ ] Adaptive Physical Education

COMMUNICATION SKILLS
[ ] Receptive Language
[2] Expressive Language
[ ] Total Communication
[ ] Speech Development
[ ] Bi-Lingual

ACADEMIC AREAS
[ ] Educational Diagnostics
[ ] Math Skills
[ ] Writing Skills
[ ] Reading

COMMUNITY LIFE EXPERIENCES
[ ] Career Education
[ ] Consumer Education
[4] Pre-Vocational/Functional Skills
[ ] Vocational Training & Counseling
[ ] Sex Education

ENRICHMENT AREAS
[ ] Arts [ ] Crafts
[ ] Music [ ] Dance
[ ] Drama
[ ] Leisure/Recreation Education

GUIDANCE-MANAGEMENT
[ ] Psychological Services
[ ] Social Work Services
[ ] Psycho-Educational Therapy
[ ] Behavioral Guidance
[ ] Student Counseling Services
[ ] Parent Counseling
[ ] School Health Services

OTHER
[ ] _____
[ ] _____

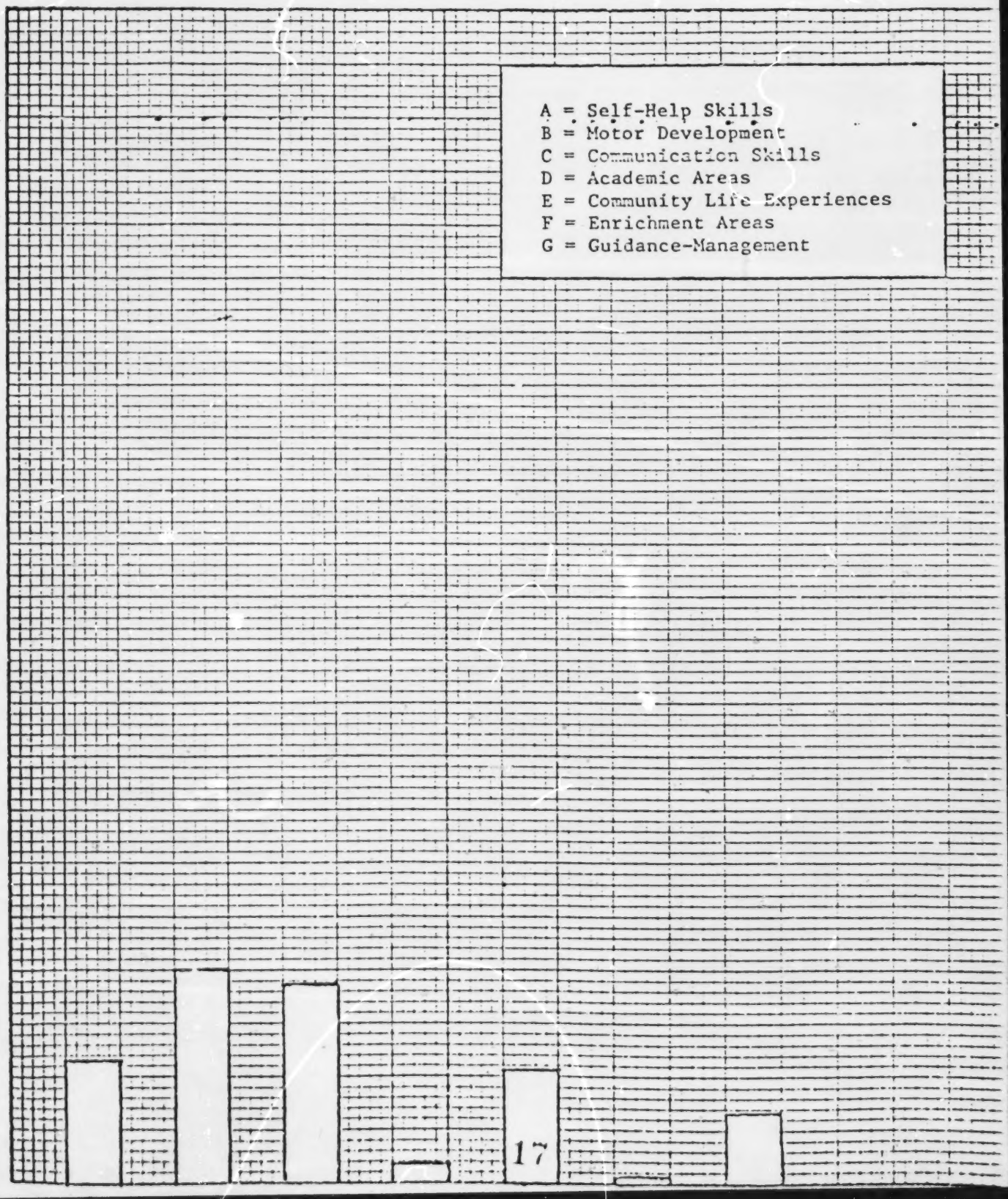
2/20/79
DATE

H.E. Smith
DIRECTOR'S SIGNATURE

1979-80 NEEDS ASSESSMENT DATA

FOR

Sunrise School
(40 Students)



PROGRAM BREAKDOWN

NAME AND LOCATION (CITY) OF SCHOOLS WHERE SERVICES WILL BE PROVIDED	EDUCATIONAL SERVICES NOW BEING PROVIDED	TYPE OF SERVICE TO BE PROVIDED
	(Indicate type of instructional programs and specific supportive services available using state and local funds, e.g. EMH self-contained, psychological, speech.)	(Indicate specific type of supplementa service, e.g. physical therapy, behavior modification, etc.)
Sunrise School	DIAGNOSTIC Academic, Speech and Language SELF-HELP SKILLS Feeding, Toileting, Dressing, Personal Hygiene GROSS MOTOR Gross Motor Development FINE MOTOR DEVELOPMENT Sensory Motor Development, Perceptual Motor Development LANGUAGE DEVELOPMENT Pre-Speech Skills, Speech Development, Receptive Language, Expressive Language, Total Communication, Hearing Testing & Aid Usage ACADEMIC SKILLS Pre-Readiness, Readiness, Reading, Math ARTS AND CRAFTS	COMMUNITY LIFE EXPERIENCES 1. Pre-Vocational/Functional Skills COMMUNICATION SKILLS 2. Expressive Language MOTOR DEVELOPMENT 3. Perceptual Motor Training 4. Fine Motor Skills SELF-HELP SKILLS 5. Personal Hygiene

TITLE I - CHICAGO REGIONAL PROGRAM
CHECKLIST

Facility: _____

Director: _____

Please Check Those Items That Are Part of the Basic Program of the Facility	Program Component Items
	I. DIAGNOSTIC
	A. Psychiatric
	B. Psychometric
	C. Academic
	D. Reading-Diagnostic
	E. Speech and Language
	F. Occupational Therapy
	G. Physical Therapy
	H. Aptitude Testing
	I. Vocational Interest
	J. Other _____
	K. Other _____
	II. PROGRAM
	A. Self-Help Skills
	1. Feeding
	2. Toileting
	3. Dressing
	4. Personal Hygiene
	5. Other _____
	B. Gross Motor
	1. Gross Motor Development
	2. Physical Education
	3. Physical Therapy
	4. Occupational Therapy
	5. Recreational Therapy
	C. Fine Motor Development
	1. Sensory Motor Development
	2. Perceptual Motor Development
	3. Occupational Therapy
	4. Other _____
	D. Language Development
	1. Pre-Speech Skills
	2. Speech Development
	3. Receptive Language
	4. Expressive Language
	5. Total Communication

Please Check Those Items That Are Part of the Basic Program of the Facility	Program Component Items
	E. Academic Skills
	1. Pre-Readiness
	2. Readiness
	3. Reading
	4. Math
	5. Other _____
	F. Vocational Training
	1. Pre-Vocational Training
	2. Vocational Training
	3. Mobility (Spec. to Vol. Tr.)
	4. Social Skills
	G. Arts and Crafts
	H. Music and Dancing
	I. Cultural Enrichment
	1. Black Culture
	2. Spanish Culture
	3. Native American
	4. Other _____
	J. Sex Education
	K. Mobility Training
	L. Behavior Management
	M. Parent Services
	1. Parent Training
	2. Parent Guidance
	3. Parent Counselling
	4. Other _____
	N. Psychiatric Services
	1. Counseling
	2. Therapy
	III. SUPPORT SERVICES
	A. Materials
	B. Curriculum Development
	C. Consultation
	1. Ongoing
	2. Specialized Needs
	3. Other _____
	D. Other

_____ _____

Date Signature